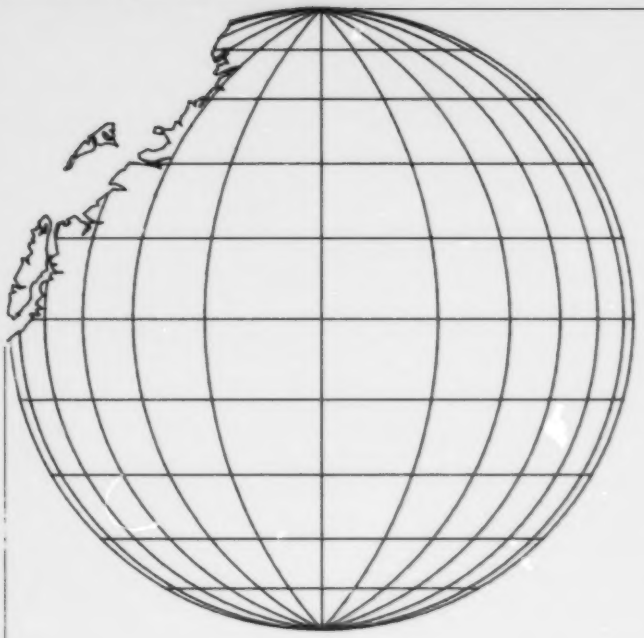

Post-Secondary International Education in British Columbia

PREPARED FOR THE

MINISTRY OF ADVANCED EDUCATION & JOB TRAINING

Discussion Paper

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June 28, 1988

Ms. Isabel Kelly
Deputy Minister of Advanced Education
and Job Training
818 Broughton Street
Victoria, B.C.
V8V 1X4

Dear Ms. Kelly:

I hereby submit the Discussion Paper on International Education for your consideration. The Steering Committee has worked with the Author Group over the past three months to produce this paper identifying the issues in international education at the post-secondary level in British Columbia.

It is our hope that the paper will stimulate discussion in the system and lead to the resolution of these issues to the benefit of the Ministry, the institutions and the students.

Yours sincerely,

Peter Williams

Peter Williams, Chairman
International Education Discussion Paper
Steering Committee

Attach.

cc: Steering Committee Members
Dr. Nick Rubidge

INTERNATIONAL EDUCATION DISCUSSION PAPER

RESPONSE FORM

The Ministry of Advanced Education and Job Training encourages response to this discussion paper. Please send responses to:

Ministry of Advanced Education and Job Training,
International Education Branch,
818 Broughton Street,
Victoria, British Columbia,
V8V 1X4

DISCUSSION PAPER

POST–SECONDARY INTERNATIONAL EDUCATION IN BRITISH COLUMBIA

Prepared for the:

Ministry of Advanced Education and Job Training

The Honourable Stanley B. Hagen, Minister

Research/Author Group:
Gordon Gilgan, Douglas College
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In Consultation with a Steering Committee:
Chaired by Peter Williams, President, Okanagan College

June 1988

POST–SECONDARY INTERNATIONAL EDUCATION IN BRITISH COLUMBIA

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SUMMARY

The term International Education means different things to different people. For some, it means a class of Japanese or Lebanese students learning English at a B.C. college. For others, it means university, college and institute faculty consulting on overseas development projects. Increasingly, people use the term to describe a perspective integrated into the curriculum of B.C. students.

The benefits of international education to British Columbia are significant but not widely understood or well appreciated. Different kinds of international education bring different benefits: educational, cultural, social, political, and economic. Of these, only short-term economic benefits are possible to quantify and even those can only be estimated.

The immediate economic benefits of international education are impressive. B.C.'s 3,000 international students in 1986/87 are believed to have contributed $30 million to the province. Over 50 international development projects and contracts involving B.C. post-secondary institutions in May 1988 reported a total value of almost $50 million. These economic benefits are in turn believed to be significantly less than the other combined benefits of international education.

The diversity and amount of international education activity have been steadily increasing in the province, although some aspects, such as enrollment of international students, have been declining. The overall rise in activity is the result of growing awareness, opportunity, and demand. It is also part of the changing nature of British Columbia's role in not only the Canadian but the global social and economic network.

International education is particularly important in the adaptation we are experiencing from a regional resource-based economy to global knowledge-based technologies and production systems. International education strengthens our capacity to make that adaptation and to turn it to our advantage. It is also an important "invisible" export with potential to become much more significant in an information service economy.

To fully realize that potential we must examine and resolve issues of purpose, coordination, funding, and marketing. International education needs vision and leadership, cooperation, coordinated support,and funding that realistically establishes it as a long term social and economic strategy for the province.

Debate and discussion are also needed on the roles of the many participants, including different government Ministries, post-secondary institutions, the private sector, national agencies and organizations, students, funders, and partners. That debate will further need to consider the relationships between international and domestic education. Only through the integration of excellent domestic and international education will B.C. continue to have a role in the rapidly changing global environment.

INTRODUCTION

Background

Canada's economy is undergoing fundamental restructuring. The world demand for traditional Canadian exports has been in relative decline, while major new market opportunities have been developing rapidly. Nowhere has this refocusing of opportunity been more apparent than in the economy of British Columbia. It is characterized by a shift in products -- from resources to knowledge and information-based services -- and in trading patterns, with the Asia Pacific region joining the United States and Western Europe as significant regional trading partners.

As the basis of B.C.'s economy has changed, so has the education people need. Institutions have responded in various ways to the changing demands of the communities they serve. These responses have included international programs and cross-cultural social and economic linkages.

Education establishes cultural and social bonds. It is in B.C.'s enlightened self-interest to strengthen our educational programs to better develop such links on an international level. To do that, we must understand more clearly the scope and status of activity that is occurring, and to that end the Ministry of Advanced Education and Job Training commissioned this discussion paper.

Objectives

The paper has four main objectives:

- to provide an overview of the present status of international education in British Columbia
- to identify the issues in the field of international education, both current and potential
- to outline the possible directions for the public post-secondary system with respect to international education
- to examine roles of the Ministry of Advanced Education and Job Training, colleges, institutes, and universities in the international education arena.

Methodology

To ensure that the information in the paper fairly represented the field, a Steering Committee was established. This Committee met four times to advise and provide direction on research and writing.

The two principal sources of information were verbal interviews and written resources. Over 70 people were contacted, representing a variety of institutional, governmental and non-governmental agencies including international education funders and private-sector representatives. Interviews were conducted in-person and by telephone. The list of research contacts is Appendix II.

Literature searches were also conducted and relevant articles, reports, books, and other documents reviewed. Appendix III lists references.The paper was drafted and reviewed by the Steering Committee during June 1988.

Organization

Part One, Overview of Post-Secondary International Education in British Columbia, describes various facets of this complex field. Principal issues are identified and briefly described in Part Two, followed by a brief discussion of possible directions in Part Three.

Research/Author Group and Project Steering Committee

At the request of the Ministry of Advanced Education and Job Training, this paper was prepared by a research and author group at Douglas College led by Gordon Gilgan, with Patricia Keays as the principal writer and researcher. Gayle McGee assisted in the research. Patricia Robison prepared the list of references. David Scott was responsible for format and layout. To guide the authors and to assist them in ensuring that the paper represented the complex, often divergent views of issues in international education, a project steering committee was established.

Individuals appointed to this committee were selected on the basis of their experience and expertise in many facets of the field of international education. The Ministry of Advanced Education and Job Training takes this opportunity to thank the Committee, with special thanks to the Chairperson, Mr. Peter Williams.

Peter Williams, Chairperson	Okanagan College
Craig Andrews	Selkirk College
Henry Arthur	B.C.I.T.
Pat Floyd	Camosun College
Valerie Higson	Okanagan College
Gregg Macdonald	Simon Fraser University
Chuck Mossop	Cariboo College
Ted Sutton	B.C.I.T.
Shannon Timmers	Open Learning Agency
Tom Toulson	Vancouver Community College

PART ONE

OVERVIEW OF POST–SECONDARY INTERNATIONAL EDUCATION IN BRITISH COLUMBIA

Definition of Terms

International Education is a term with many different meanings. It is used here as an umbrella term to cover a wide range of activities, including admitting international students in B.C. institutions, consulting and participating in development projects and contracts, and providing opportunities for B.C. students to gain international understanding and competence.

A. INTERNATIONAL STUDENTS STUDYING IN B.C.

3000 international students in B.C.

British Columbia in 1986/87 had over 3,000 international students, just under 10% of Canada's total of 35,000. About 750 were at colleges and institutes; 2,400 at universities. The majority of students are enrolled in regular programs, from language and upgrading in colleges to technical training at institutions through to post-graduate degree programs. A smaller number receive special training at B.C. institutions.

Tuition fee range $1,250 to $9,500/yr

Annual tuition fees for public post-secondary international students range from $1,250 for a doctoral program to an average of $6,000 to $7,000, sometimes up to $9,500 and occasionally higher for students on contract.

$30 million per year to B.C.

Cost estimates for a year's post-secondary education for an international student in Canada range between $7,000 and $20,000. Estimates made in 1982 set international student spending per year at around $10,000. A conservative estimate, then, of the direct contribution of international students to the B.C. economy in '86/87 is $30 million. Approximately 3/4 of this is from sources outside Canada, contributing significantly to the country's balance of payments.

$25 million direct net return

Of the $345 million that international students spend annually in Canada, the cost to the country is estimated to be $62 million. An estimate of the direct net return to B.C. is $25 million.

Up to $75 million indirect return

The direct contribution of $30 million annually to the provincial economy is significant. Economic multiplier effects are well known and although research is still needed to determine an accurate multiplier for international students, it can be argued that the total economic impact in B.C. from international students is between $50 and $75 million each year.

International students create jobs

International students in B.C. create employment, directly for teachers, administrators, and support staff. They also create employment indirectly through ripple effects.

Educational benefits work both ways

There are many other benefits to having international students in B.C. There are educational benefits including enhanced scholarly research and learning opportunities. These benefits work both ways: Canadians increasingly need to develop international understanding of social and economic issues, and international students provide the wider community with those opportunities through participation in public and community events.

Political benefits span regional to global

There are political benefits, including B.C.'s contributions to Canada's diplomatic and commercial interests. It is in the province's as well as the country's interests to strengthen the connections between foreign policy, trade and education. Through coordinated policy initiatives, international education can also help realize provincial goals in different sectors. Increased understanding of other cultures has a political dimension as well as an educational one, contributing to strengthened global relations, peace, and security.

Long-term economic benefits include future trade links

Many people believe that B.C. stands to gain most from international education over the long-term, not the short-term. This has various dimensions. International students move into positions of authority and power. They will make decisions about trade and economic relations, and can strengthen ties between their home countries and B.C. and Canada. B.C. students and residents need to gain international competence for our economic survival. International students provide us with opportunities to do so without leaving the province.

International competence another long-term benefit

As faculty and staff in post-secondary institutions develop cross-cultural and knowledge transfer skills, they will become increasingly competitive in the global economy. The education and skills of British Columbians are exportable and in demand if maintained at the high standards sophisticated international competition requires.

Numbers continue to decline

However, numbers of international students in B.C. have been steadily declining. There are 3% fewer at B.C. colleges and institutes this year than last and 8% fewer at universities. Most of the decline at universities has been at the undergraduate level with graduate enrollments remaining strong at between 16% and 25% of total university enrollments.

20% decline in Canada

Since the early 1980's, the provincial pattern has been part of a national decline in numbers of international students - 20% fewer since 1982. That decline has been estimated to have cost Canada $128 million in foreign exchange earnings in one year alone.

Reasons for the decline include demand, cost of living, fees, marketing

Various reasons are given to explain this decline. Increased demand from domestic students for access to post-secondary programs is one. Fees, the cost of living, inadequate information, and document-processing delays are also cited. Vigorous marketing, particularly from Britain and Australia in Southeast Asia (the source of a majority of B.C. international students) may have increased their market share at our expense. Other major host countries have increased international student numbers during the period Canada reports marked and continued decline.

Arguments for and against differential fees

B.C. is one of seven provinces that charge differential fees to international students. There is considerable debate both nationally and provincially about the levying of differential fees to international students. Some argue that Canada has a moral responsibility to share resources with poorer nations; that the presence of international students on campus and in province enriches the educational, cultural, and social aspects for all students; and that B.C. increasingly needs good international relations to prosper in the emerging global system. Others express concerns that foreign nationals will be educated at B.C. taxpayers' expense while the children of B.C. residents are denied access.

8% of Canada's international students from poorest countries; 65% from rich

A concern about the impact of differential fees on international student enrollment is that we eliminate a significant number of those countries and people who need education most. Canada's current international development policies target the least-developed countries and the poorest of the poor, but just over 8% of Canada's international students in 1984-85 were from low-income and least-developed countries while 65% were from high income countries.

Attitudes to international students cause some concern

In some cases, attitudes towards international students, particularly around questions of displacement of B.C. students, cause concern. Negative attitudes may require public education as one aspect of integrated international education. Some negative attitudes result from inadequate information and misunderstanding about the reasons, costs and charges for international education in the B.C. post-secondary system.

Colleges and institutes mandated to break even

Public post-secondary colleges and institutes are mandated to break even in international education. International students enrolled in regular college and institute programs more than cover the full costs, direct and indirect, of their education.

Additional college and institute spaces for B.C. students

At least one study conducted by a B.C. college has shown that as a result of revenue generated from international students, significantly more B.C. students were able to be accommodated in institutional programs.

International education at universities part of mandate

International education is to an extent compatible with the basic mission of a university which includes support of the international flow of research and knowledge. International education supports the university mission, so full cost recovery is not a requirement. Universities because of their mandate can more easily acknowledge the value of the other contributions international students make.

Other benefits important in all post-secondary institutions

Real contributions of international students to education in B.C. are as important to colleges, institutes and agencies as they are to universities, although different mandates and missions create different institutional contexts. The contributions include international students maintaining excellence in B.C. programs, the importance of flow and transfer of knowledge and skills across national boundaries, and the role of international students in future networks of importance to Canada.

Human resource development (HRD) is part of Canada's new official development assistance strategy -- strengthening people's capacity for self-sufficiency. Thus international education will continue to be an important component in CIDA's aid strategy.

B.C. needs abilities in cross-cultural relationships

In order to participate effectively in that kind of development, B.C. needs to have strong and diverse "people skills". They are as important to our success in competitive systems as are our levels of education and technology.

Over 50% of B.C.'s international students from Asia Pacific countries

Generally, international students constitute an important investment in our long-term relationships. This is particularly true in the Pacific Rim. While international students in B.C. come from over 70 countries, developed and developing, the five main source countries in 1986 were Hong Kong, U.S.A., Japan, Malaysia, and Singapore. Over 50% of international students at a post-secondary level in the province are from Asia. A majority of international development projects and consultancies are in Asia Pacific countries. Many Asian area, culture, and language studies have been established. There is concern that to some extent, this has been at the expense of contacts and studies with the rest of the world.

Some international students are independent enrollments

Some of B.C.'s 3,000 international students register independently. Of particular interest to independently registering students are university transfer programs. Other students who appear as independent enrollments may be part of other international relationships, for example, reciprocal agreement between educational institutions. Some are recruited through an agent or through marketing initiatives overseas. Scholarship and fellowship programs also support and place international students at B.C. institutions.

Some students are on exchanges and reciprocal agreements

Under special reciprocal agreements, a limited number of B.C. students can register in post-secondary institutions in other countries, while a similar number of their residents can register in B.C. institutions without paying international student fees. The agreements are examples of a wide range of cultural, scientific, and educational linkages B.C. institutions have with partners in other countries, such Japan, China, the U.S.A., Thailand, and Singapore.

Groups of contract students placed at B.C. institutions

Institutions contract with organizations and firms to place students in regular and special programs, such as English as a Second Language (ESL) and academic upgrading, specialized technical and vocational upgrading, university transfer and degree programs.

Shorter study tours offer language, culture, recreation

Many institutions, particularly colleges, offer study tours for international students. Such tours may be the main revenue-generating opportunity in international education for institutions who offer them. They range in length from several weeks to a full term of three-to-four months. Usually designed for groups of students from the same country, study tours offer English language training or cultural studies, and sometimes both. Education is often combined with recreation.

Study tours a significant opportunity for some institutions

The operation of such tours generates significant revenue. Additional spending in communities can be substantial. Study tours are often part of long-term relationships between educational institutions in B.C. and in other countries, particularly Japan. Study tours are generally offered in the summer, when facilities are less in demand, so problems of capacity may not arise.

B.C. private institutes provide education for international students

At least five private colleges and institutes in B.C. offer post-secondary level courses and programs to international students. Some institutions provide English language training, while others combine language learning with skills training.

Role of the public post-secondary system in relation to the private providers

The relationship between the Ministry in an accrediting and regulating role and private providers of post-secondary education to international students is believed to need examination. Many sophisticated client groups who respond to marketing initiatives are concerned to know whether an institution is funded through the public tax-base or privately. The perception, particularly in some Southeast Asian countries, is that there may be more risk involved in sending young people to a private institution than to a public one. Program standards and reputation are only one part of this. There is also concern about provision of services like homestay programs and good accommodation, and student support through counselling and advice.

One bad experience affects the system's reputation

While prospective students and their families are worried about these aspects of studying overseas in any country, research contacts noted that it is sometimes of particular concern with respect to Canada. Unfortunate experiences may be well- publicized in a country from which international students come. With generally poor understanding of the roles of public and private institutions in this provincial system, bad experiences can harm the reputation of all post-secondary institutions, public and private. Research contacts in private educational institutions as well as public ones identified the need for a credible accreditation process, recognizing that it will strengthen system interests.

Private sector concerned to collaborate in international education

The private sector is particularly concerned about development of international skills and expertise in British Columbia. In cooperation with the public sector, private sector associations have sponsored information and training events on international topics. Public-private collaboration includes some placements of trainees. Such collaboration can further the interests and goals of both the private and public sectors.

B. B.C. PROGRAMS AVAILABLE OVERSEAS

Various B.C. post-secondary institutions offer educational courses and programs in other parts of the world. Some are delivered on-site, for example adult education diploma programs offered overseas. Another significant development is the 1987 joint venture to offer B.C. degree programs on a distance basis in South East Asia. Through these kinds of programs residents of other countries participate as students in B.C.'s international education activity without actually being in the province.

C. INTERNATIONAL EDUCATION OPPORTUNITIES FOR B.C. AND CANADIAN STUDENTS

B.C. students benefit in many ways

International students contribute an international dimension to B.C. education and provide opportunities for increased understanding and tolerance, cross-cultural sensitivity and skills, and enriched learning opportunities. International students have a role in maintaining international standards of excellence in studies and research. They represent a contact network through which B.C. students can become global citizens.

New international programs for B.C. students

More structured learning opportunities are needed, though, for B.C. students to develop international competence. This is generally recognized and has been translated into new instructional programs, area study centers, scholarship and fellowship programs.

Pacific Rim Programs recent focus

Much recent activity focuses on the Pacific Rim, including Asia Pacific languages, cultures, cross-cultural and international communication skills. Another focus is international business and trade.

International aspects exist in B.C. courses

Many disciplines at B.C. post-secondary institutions have international aspects. Often, these draw on the personal contacts and experience of staff and faculty. Some institutions have developed a particular international niche, for example in international law, or public administration in Southeast Asia. These developments have often occurred over many years and may be unconnected to each other or to a larger international education plan. In some cases, for example scholarly exchanges, this may not matter, or it may be part of institutional expectations of faculty. In other cases, for example when departmental initiatives require submission of proposals to external agencies, and various unconnected proposals are made from one institution, an internal coordination function may be needed. Concern was expressed that there is not always recognition of the importance of internationalizing the subjects taught as part of B.C. education.

Accelerated need to internationalize B.C. education

While programs to internationalize education and training for British Columbians are developing, many people question whether these changes will be enough, and will come soon enough, given the rapidity of global change. Canadian complacency and our weak understanding of the international dimensions of the transition we are experiencing were identified by a number of research contacts as a major problem.

Canadians studying overseas

International education includes B.C. and Canadian students enrolled in other countries. The picture is unclear, but at least 15,000 Canadians studied in the U.S. in 1987, and 730 in the United Kingdom in 1986/87. Relatively few Canadians choose to study in Asia Pacific countries. Statistics on enrollment of Canadians as students in other countries are not currently collected.

D. COLLABORATION IN INTERNATIONAL EDUCATION

Collaboration growing in international education

Almost all provincial post-secondary institutions are active in international education. There is collaboration between institutions, a collaboration that is growing and changing as international education evolves.

Collaboration is of many different kinds

Collaboration includes sharing information, joint bidding on projects, developing multi-partner institutional linkages, providing cross-institutional training, co-implementing projects and programs, and establishing consortia, among others.

IETG forum established 1983

The International Education and Training Group (IETG) has since 1983 provided a forum in the province for exchange of information, and the opportunity for relationships and some trust to develop across the system. Membership in the IETG is voluntary; most post-secondary colleges and institutes belong, although participation varies.

Ministry of Advanced Education supports IETG

The IETG has been supported by the Ministry since it initiated the group in 1983. The terms of reference for the IETG include serving as an information forum, stimulating a marketing strategy, facilitating a collective approach to tendering bids, successfully completing contracts, and liaison with other provincial Ministries and funders.

IETG achievements include consortia and coordination

Through the IETG, B.C. has a basis for system-wide communication and cooperation in international education. One result has been the B.C.-Japan consortium, ten college and institutes collaborating on study tours with Japanese institutions. Another is coordination of B.C.'s presence at the Hong Kong Educational Fair.

Collaboration between sectors occurs in international education

Collaboration in international education also occurs between post-secondary institutions and agencies, non-governmental organizations, and business and industry. Examples include participation in educational events, consultation, sub-contract arrangements on international development projects, joint-venture agreements, and placements of international students in private sector firms.

E. INTERNATIONAL EDUCATION PROJECTS AND CONTRACTS

Human resource development (HRD) projects

International development projects often have an educational or human resource development (HRD), component. Such projects are funded directly by multilateral development banks (eg. World Bank, Asian Development Bank) and by development agencies like CIDA.

Various project and contract sources.

Many projects go to private sector bidders who may subcontract with educational institutions. CIDA directly supports some international education activity, for example linkages between institutions. CIDA also indirectly funds international education projects and contracts through non-governmental organizations, including International Development Research Center (IDRC), ACCC, AUCC, WUSC and others.

54 projects, $47 million

B.C. post-secondary educational institutions in May 1988 were involved in 54 international education/development projects. Many projects between departments and individuals in post-secondary institutions are not reported in that figure.

$26 million for 9 universities projects; $21 million for 45 projects at colleges, agencies and institutes

Nine of the reported projects are at universities and have a total multi-year value of $26 million. The 45 college and institute projects have a combined multi-year value of $21 million. A significant part of the total provincial post-secondary activity in international is in distance education. Many of the international education projects and contracts reported for colleges and institutes are actually fee-for-service, user-pay contracts, for example for study tours. These are education contracts rather than institutional participation in a development project.

Ten international education linkages draw $5.5 million

B.C. educational institutions maintain relationships with institutions in other countries. Some of those receive support on a project or linkage basis. CIDA's Educational Linkages Program currently supports ten linkages for B.C. post-secondary institutions, having a total multi-year value of $5.5 million.

34 international education proposals currently active

Thirty-four active international education proposals are reported from B.C. post-secondary institutions in May 1988.

A complex range of international education activity

International education, then, spans research, instruction, specialized training, and overseas consultancies. It involves relationships among different organizations, agencies, and firms; between the private and public sectors, at national, provincial, and regional levels.

Activity gives rise to issues

The potential for international education is great, even allowing for differences in measurement and definition. Just as great is the need to address the issues that have emerged as a result of international education activity, the context in which that activity occurs, and the scope and rapidity of change occurring in this and related fields.

PART TWO

ISSUES IN POST–SECONDARY INTERNATIONAL EDUCATION IN BRITISH COLUMBIA

Different issues exist in four key areas: purpose, coordination, funding, and marketing

Just as people think of international education as being many different things, they identify different issues within it. Some issues exist at a program-delivery level; others at an international one. Serious issues for some institutions are irrelevant for others. Out of the broad sweep of issues, though, certain patterns emerge. Issues in international education exist in four key areas; purpose, coordination, funding, and marketing.

A. PURPOSE

Mixed reaction to purpose as an issue

The question, "Why are we in international education?" was identified by some research contacts as the highest priority issue in the system. Others consider it a non-issue, or see it better addressed through consideration of other issues.

Unclear purpose can mean isolation for international education

Unclear purpose can be an issue when the international education function is isolated from the main work of an institution. People who work in the area may spend considerable time explaining and defending activities, with mixed success if the purpose for being involved in international education is not clear.

Valuing various benefits can be difficult

Perceived purposes are economic, educational, and developmental, both short-term and long-term. The rhetoric about benefits doesn't always match the weight given to short-term economic gain.

Any additional funding has to relate to purpose

Institutions that want to achieve a balanced mix of purposes and activity in international education require resources including funding to do so. There are various possible sources of funding. Each has to be examined as a possibility in relation to an institution's purpose for being involved in international education. Funding has to be clearly attached to institutional purpose to anticipate conflict over internal allocations of resources.

Demand for innovative programs and relationships

Keeping a diverse and healthy balance in international education means in some cases building from a base of known program strength into less well-known areas. Innovative kinds and combinations of programs will increasingly be in demand. Sandwich or split programs accommodate study at different levels and in different places, as do education/industry programs, distance education programs, combined instruction and cooperative placement programs, scholarship and fellowship programs, accelerated internationalization of cross-discipline curricula. These need to be considered in relation to a "right" program mix for institutional purposes.

B. COORDINATION

Coordination is a priority

So much is going on, with so many different combinations of relationships, that coordination is increasingly seen to be vital. Lack of coordination has not served the B.C. system well overseas, particularly in relation to marketing and developing contact networks. Coordination as an issue occurs in some form at every level of the post-secondary system. At least in part this is because there are so many actors.

Various interests in international education

Federal and provincial Ministries, national member organizations, institutions and agencies, in some cases departments and individuals: all have interests in international education. Discussion should occur among them about what kind of coordination is needed and how it should take place.

Provincial education systems in a national profile

Provincial education systems having relative autonomy within a nation-state like Canada are unusual in the global marketplace. Federal and provincial jurisdictions can be bewildering for development partners and potential clients. Internal competition can reduce even further our ability to compete in a global marketplace in which a provincial education system is an anomaly.

Coordinated public support not yet developed

Although many provincial and federal Ministries have interests in international education, these have seldom translated into coordinated support. At the provincial level, the Ministry of Advanced Education and Job Training has directly supported international education through the IETG and marketing initiatives including production of materials and participation in trade missions. In other ministries, though, particularly those active in economic development and trade, international education has not been taken too seriously, when compared to their traditional focus on trading in goods.

International education is an invisible sector

Officers representing the province and the country, particularly in economic development and trade, don't usually recognize international education as a significant commodity. If they do, they work within systems to which the idea of vigorously promoting international education is new. Also, comprehensive, good information about international education in Canada or B.C. has not been available. Neither have resources for targetted promotion.

Opportunities are being lost

There is a sense that many significant opportunities are being lost. Even if umbrella promotion of international education is determined to not be in the system's best interests, commodity agreements themselves often have training components. Coordination between the post-secondary system and economic development and trade sectors could strengthen our provincial capability to deliver on integrated packages of goods and services.

Transfer credits and accreditation are issues

B.C. students who want to integrate an overseas component into their post-secondary education are as much in need of coordinated transfer arrangements as are B.C.'s international students. Aspects of transfer that are potential issues include course transferability between institutions, between off-shore and Canadian institutions, between institutions in B.C. and other parts of Canada, including those providing distance learning opportunities, and between public and private institutions and providers.

Cooperation requires resources

Funding issues are closely related to coordination issues, because real coordination requires significant human and financial resources.

Coordination needs to support institutional interests

The broad-based cooperation many view as essential for B.C.'s success in international education requires strategic and active coordination. People need to believe that cooperation is in their own and their institution's best interests. That is less likely in a competitive model.

Institutional coordination needed.

International education is often grafted on to the main function of an institution. Integration of international activity into the larger mandate of the institution is important. So too is institutional support for information flow, communication and contact networks.

Priorities to be set

From a funder's point of view, internal coordination of international education is needed to ensure that proposals and bids reflect institutional priorities and have institutional support.

Collaboration to be supported

Coordinated support for cross-institutional cooperation will strengthen the system by helping institutions develop niches that build on existing strengths and interests. There is a definite trend towards collaboration, a trend that is expected to intensify.

Some agencies mandated to collaborate

B.C. public post-secondary specialist and technical agencies are in some cases mandated to collaborate with other provincial institutions and associations, for example in distance education. Even when not specifically mandated to collaborate, post-secondary educational institutions generally feel the pressure to and see the benefits of collaboration.

Public/private coordination also needed

A different kind of coordination may be needed between public and private sector initiatives in international education. Some international education activity takes place entirely in the private sector. The best coordination role for the public post-secondary system across public and private sectors is uncertain.

Marketing needs internal and external coordination

Marketing involves accurate information, relevant programs, and the capacity to deliver when students and clients respond to marketing initiatives. Marketing is thus based on external relationships with funding agencies, development banks, potential and current partners in development initiatives and on ongoing communication and coordination within the system and within institutions.

Coordination vs. control

An emerging issue is what form coordination should and will take, and what the roles should be of the different levels of government, the Ministry, the institutions, national member organizations, and others. Of strong concern was the possibility that in resolving a coordination issue, larger issues of regulation and control may develop.

C. FUNDING

Funding needed to support international education

Lack of adequate institutional funding for international education is an issue, particularly because of growing recognition that this is a long-term initiative. Policies of full cost-recovery of all international activity tends to emphasize short-term benefits and opportunities. Expectations within institutions have often been unrealistic in terms of international education as a source of revenue to supplement regular budgets. The reality is that international education needs some investment, just like any other enterprise, and neither cost-recovery requirements nor the single-year funding basis on which post-secondary education currently operates can provide well for long-term initiatives.

Funding for internationalizing B.C. education critical

If all other international contract work was stopped, international education for Canadians would continue to be of paramount importance. It is seen to be an essential part of B.C.'s and Canada's economic future. Languages, international trade/business, international perspectives in all fields of study, and increased opportunities for B.C. students to study in other places were identified as priorities. Of significant concern is finding funds for such development, particularly with budgets that are already constrained.

Pacific Rim focus for B.C. international education

International education for B.C. students needs to be truly global, with a logical Pacific Rim focus that does not eliminate other area and cultural studies. Developing global relationships is in our long-term best economic interests as well as our cultural and educational ones, because no one can accurately predict which countries will be the next economic "tigers."

Professional development essential

In order to market effectively, we have to be able to deliver. Professional development for staff is needed in areas of understanding and maintaining protocol, securing and preparing bids, acquiring cross-cultural skills, and responding to new development strategies and initiatives. Professional development costs money and takes time.

Front-end, development and support costs

Front-end costs constitute one funding issue; international work needs some initial investment. The time necessary to support and wait for return on initiatives may be four or five years. Until the purpose and resources required for international education activity are identified and acknowledged across the system, we will be unable to acquire adequate front-end and ongoing development and support funds.

Research into costs and benefits

Some international education services offer a real opportunity to generate revenue over costs; some do not. Research is needed into the real, long-term value to British Columbians of the many benefits of international education. Methods to evaluate or quantify those benefits are needed.

Differential fees and cost-recovery issues relate to purpose

Where they apply, differential fees in institutions and programs largely determine the mix of students. This can be an issue, depending on the reasons an institution is in international education. Differential fees could be offset by scholarship, fellowship, and other international student support programs, as occurs in other major host countries. Such possibilities clearly have funding implications.

Tuition fees and disbursement can be issues

Revenue from international students' tuition fees is sometimes viewed as an "extra" pot of money in an institution or the system. Issues around tuition fees include who sets the fees, and how they get disbursed. Setting tuition fees is the responsibility of the institution; that autonomy is important. So too is the ability to determine disbursements of revenue from tuition fees, and to be able to ensure an appropriate return to different parts of the institution.

Buy-down on projects can make B.C. competitive

If post-secondary institutional involvement in international projects is determined to be in the long-term interests of those institutions, the province and the country, another important funding issue is the need for the institutions to be able to bid competitively. National governments against which B.C. institutions bid often provide buy-downs and concessionary funding on bids. Without those, B.C. and Canadian educational bids may be priced out of the market.

Overheads on contracts not always covered

Overheads on contracts and projects aren't always fully covered for public institutions. Most funders require an institutional contribution and commitment. While institutions may believe that other benefits justify involvement in an international project, institutional contribution and resources have to be allocated to cover these sometimes hidden or unexpected and often substantial overheads.

Private sector/public sector overheads differ

There is potential conflict in public/private sector relationships in international projects when the latter's overheads are fully covered, but educational and other public institutions may only have a percentage of overhead funded.

Knowing real costs

More accurate methods of calculating and tracking real costs are needed. It may not be possible to quantify the intangible benefits of international education; it will be easier when methods for determining real costs are established with some consistency across the system.

No excess capacity in high-demand programs

Issues of capacity are priorities in relation to funding as well as to marketing. They involve questions about the number of international students in high-demand programs as well as questions about physical capacity. Programs in high demand internationally are also in high demand domestically. Funding is needed to develop any new capacity to meet that demand.

Pressure on support capacity of institutions

The number of places in programs is one capacity issue. International education also places pressure on internal capacity for student, administrative, and program delivery support. Systems designed to meet domestic needs don't always serve the needs of international activity. Any reallocation of support and administrative resources causes concern in institutions.

Facilities capacity can be stretched

International activity makes demands on facilities. Capital investment may be needed in physical plants and equipment. Physical capacity issues raise questions about how existing facilities are and could be used, and whether expanded physical capacity may be essential for certain kinds of international activity.

Competitiveness and capacity are related

B.C. institutional capacity in international education may be rapidly falling behind that of our competitors and, in some cases, behind that of our partners. This was emphasized particularly in relation to equipment and expertise of some of our South East Asian partners. It is also true to the extent that B.C. institutions don't have the hidden subsidy of excess space in high-demand programs at a post-secondary level.

Resources and funding for evaluation and follow up

Present systems of competition between and sometimes within institutions don't make it easy for people working in international education to acknowledge or learn from mistakes. Resources and the will to follow up aren't always available. Institutions need to be able to more carefully evaluate and follow up their experiences in international education.

D. MARKETING

Inter-governmental coordination important

Marketing coordination is crucial, particularly as federal, provincial, institutional, and member-organizational marketing continues. International education as a field has its share of anecdotes about how embarrassing a lack of marketing coordination can be. Coordination of a Canadian strategy is a current initiative of the federal government, mainly through External Affairs. Where B.C. government and institutional marketing plans fit into that needs to be determined.

Overseas marketing involves various participants

The lack of coordination in the B.C. profile overseas, particularly in marketing activities, is an issue. This involves provincial and federal offices in other countries as well as B.C.-based initiatives. Coordination within each level of government, for example between different provincial Ministries, may be essential for B.C. to make the most of such marketing approaches as delegations and missions.

Knowledge of markets to be strengthened

Knowledge of markets is a major issue. Marketing initiatives have to be targeted, and knowledge of markets must be used to connect B.C. capacity with market demand. Programs have to be relevant and appropriate to needs and demand. That knowledge must be current and maintained.

Good long-term relationships needed

Knowledge of markets includes good, ongoing relationships with funders, potential partners and potential client groups. Relationships with alumni are also part of a long-term, coordinated strategy for international education.

Strategies, strengths, and capacity linked

Marketing strategies have to build on strengths and match strengths and capacity with market demand. Various kinds of capacity need to be assessed, and marketing materials must accurately reflect real capacity.

Recruitment and admissions relate to transfer and capacity

Recruitment and admissions are two elements of a marketing strategy that require consultation and integration within more mainstream institutional functions. They also raise questions about transfer arrangements and capacity between colleges and institutes and universities.

Capacity is a marketing and a funding issue

Capacity in programs and institutions was identified as a funding issue, because decisions about any reallocation of capacity or development of new capacity involve funding questions. Capacity was also identified as a significant marketing issue, since recruitment and promotion must match capacity.

Marketing the system

Marketing B.C. post-secondary education as a system presents some issues. Not all institutions may want to be "marketed". Not all are equally marketable. Different kinds of institutions require different strategies. For example universities do not need marketing as a destination site for international students because they currently receive many more applications from qualified candidates than they can accept. Depending on internal deliberations, institutions may not want to accept international students in some programs, a decision with clear implications for marketing.

PART THREE

POSSIBLE DIRECTIONS IN INTERNATIONAL EDUCATION

Possible directions for the Ministry and institutions depend on clarification of why they are in international education in the first place.

Coordination

The Ministry role in coordination is important to any moving forward in international education as a broad field. There is not general agreement about what that role should be. Neither did a clear statement about the role of post-secondary institutions in coordination emerge from the research. Coordination to facilitate efficient flow and use of information through the system is flagged as a priority.

Information and Communication

A number of possible information, education and communication roles in international education were identified by research contacts. There is no general agreement on priorities. Two areas identified as needing attention are education within the system and province about international education, and information and communication systems to support international education activity.

Educating the system and community about international education

A more comprehensive understanding of international education is needed across public and private sectors. Institutional, system, and community education initiatives are seen as important aspects of international education. The Ministry and post-secondary institutions could develop strategies for clarifying and articulating the many benefits, purposes, and kinds of international education.

Institutions and the system need certain kinds of information and communication links

To effectively participate in international education post-secondary institutions need to be able to access and contribute to current information bases of different kinds. This may involve an octopus type of distributed system to which members regularly contribute rather than a central repository. People working on comparable things need mechanisms for ongoing discussion about those things. The Ministry's role could include supporting development of and participating in such systems, using and disseminating the information it collects, and refining systems to ensure that accurate information is available when it is needed.

Multi-level liaison

The Ministry needs to keep informed about current national consultations and coordinated work on international education among different federal players. Suggestions for liaison included communicating directly through the Council of Ministers of Education and indirectly through various networks. This federal-provincial liaison role must be supported by internal provincial liaison among Ministries with interests in international education.

Support for cooperation means various things

The general will to cooperate in international education needs to be supported through coordination, policies, and funding. The most appropriate source of funding to support collaboration needs to be determined in relation to governmental and institutional purposes for being involved in international education.

A flexible support role

Some research contacts believe the Ministry also needs to consolidate and maintain networks, represent the provincial level of government on international initiatives as required, and serve a liaison function with funders and sometimes with other governments. Others believe the Ministry role should be to support institutions to do those things.

Ministry control of international education

While this is not generally seen to be either viable or something the provincial government or institutions may want, the Ministry of Advanced Education could direct and control future development of international education at a post-secondary level in the province.

Aspects of international education funding issues

Some kinds of international education will continue if no additional funding is available; study tours, for example, and collaboration on research and knowledge exchanges. Other kinds of international education activity for which there is potential in the B.C. system, such as development of a balanced international mix of students or increased involvement in international work as part of professional development, may not happen without additional funding. In some cases, this could involve a different allocation of institutional funds. In other cases, the Ministry of Advanced Education or the Province may be determined to be the most logical source of funds. In still other cases, external funding may be sought.

Funding responsibility relates to long-term goals

If the purposes and goals of the post-secondary education system are to achieve something different from what institutions are currently doing, there is general agreement that the Ministry of Advanced Education has a responsibility to provide resources to do that. Institutions do not want funds earmarked in their operating grants for international education unless under the heading "Grants: Other".

Funding for domestic and international education linked

Funding issues in international education relate to funding issues for the education system in general. The first priority of the institutions is adequate operating support for current program activity.

Different purposes mean different funding priorities

Priorities for provincial funding depend on the purpose and priorities of international education. Some identified in the research were:

- scholarship and fellowship programs to support international students to study in B.C. institutions
- one-time only grants to institutions for front-end costs incurred in establishing a coordinated and integrated international education program, perhaps on a sliding scale depending on length of experience and level of activity
- funding support for specific institutional initiatives in international education, through grants or ongoing commitments, particularly in terms of helping institutions develop international education niches that build on their strengths
- buy-downs or concessionary commitments on international development project bids
- coordination in the field, nationally, and internationally
- contributions and support for travel necessary to develop networks and follow up proposals and bids.

Consultation needed to establish funding priorities

The six examples show ways funding could strengthen international education. They are not necessarily the best allocations of funds. Research contacts generally believe that decisions about priorities in funding can best be established after broad discussion of the issues and directions.

Aspects of marketing and coordination

Realistic marketing programs and funds to support them should be identified as part of provincial and institutional plans in international education. In some cases institutional purpose may mean specialized initiatives are needed. In others, the B.C. system may need to be presented as a system. In still others, marketing at one level may be reduced because of initiatives at other levels, for example recent work at a national level in developing elements of a Canadian marketing strategy for international education may mean a different focus for targetted provincial and institutional marketing. Coordination is needed to ensure each interest level and group knows what is going on.

Examples of possible marketing models

How British Columbia post-secondary education is presented overseas and in Canada; how B.C. institutions attract the students and projects they want; how links can effectively be made between trade and international education; how institutions can match capacity, demand and recruitment -- in different ways these are all marketing questions. Research contacts identified a number of marketing alternatives. The most probable and appropriate have yet to be determined.

- establishing a provincial Council model as some national governments with responsibility for education have done, for example Britain with the British Council
- establishing purposes and the 'right mix' for international students at B.C. post-secondary institutions as a foundation for targetted marketing for regular post-secondary enrollments
- supporting collaboration on joint bidding and consortium initiatives, including "lead agency" models in which institutions combine in various partnership relationships to bid and deliver on international education services
- determining the feasibility of different models of public-private sector collaboration in such initiatives
- concentrating attention and resources on international development funding agencies to develop relationships that are the foundation for B.C. participation in multilateral and Canadian development initiatives
- producing provincial marketing materials

- representing the B.C. post-secondary educational system overseas, through delegations and missions as well as a presence and support function for international education in provincial and federal diplomatic and trade offices
- supporting linkages and reciprocal relationships between institutions, exchange programs for students, faculty and staff in B.C. and overseas institutions
- participating in recruitment and educational fairs as consortia
- recruiting by institutions on an independent basis
- participating as a post-secondary system or as institutions within it on trade missions and delegations
- coordinating scholarship and fellowship programs with the federal government to meet combined federal and provincial purposes, and as part of marketing initiatives providing students financial support to offset differential fees
- providing support to institutions to host and negotiate with the many delegations and missions that come to B.C. representing potential funders, partners and client groups.

What we know about marketing international education

B.C. post-secondary institutions have varied experience marketing international education. That experience seems consistent on some points. First, selection of individuals who will be marketing, and determination of the best kind of relationship to have with them, are crucial. Second, it is impossible to market international education programs thousands of miles away from the activity. Parachuting people in for brief periods does not establish the permanency, quality, and stability that are essential to our relationships in international education, and can cause frustration and resentment in the host, client, or market countries.

Roles in marketing follow from addressing of other issues

While there is no consensus about the most appropriate role for the Ministry or institutions in marketing, there is general agreement that development of marketing plans and strategies would perhaps best follow resolution of some of the other issues in international education.

No consensus on Ministry role

No clear consensus exists on the role of the Ministry in international education, other than to provide concrete support to institutions to debate issues and together establish a direction.

CONCLUDING STATEMENT

Much has been done to develop British Columbia's programs and services in international education. Much remains to be done to improve these services and for B.C. to remain competitive globally. Clarifying the purposes for which institutions, the post-secondary education system and the Province are involved in international education is a first step in professionalizing the activity at a post-secondary level. Strengthening and establishing the kinds of programs and relationships we need to achieve those purposes are next steps. With articulated support and coordination, international education can realize its potential, a potential that is as significant for British Columbians as it is for our various partners in development.

APPENDIX I

QUESTIONS GUIDING RESEARCH

APPENDIX I

QUESTIONS GUIDING RESEARCH

1. What international education activity is happening in your institution/agency now?

2. What are the important issues in international education at a post-secondary level in B.C. today, internally in your institution/agency, within the province, more generally?

3. What potential issues do you see emerging in this field, for your institution, at a post-secondary level, more generally?

4. What do you think should be done to address current and potential issues in international education? Who should do what?

5. What do you think is the best direction for the B.C. post-secondary system to take in terms of international education?

6. What is B.C.'s post-secondary system's most probable future in international education? What factors influence that future?

7. What's the most appropriate role in international education for each of these players: Ministry of Advanced Education and Job Training, Colleges, Institutes, Universities, any combination of these?

8. Do you think international education at a post-secondary level in B.C. should have a geographical focus, ie. the Pacific Rim? If yes, why?

9. What economic impact and benefits do you realistically think international education can bring to B.C.; to institutions, communities, the province, Canada?

APPENDIX II

PEOPLE CONTACTED DURING RESEARCH

APPENDIX II

PEOPLE CONTACTED DURING RESEARCH

Neil McDonald	Associated Engineering	Telephone
Candia Alexander	Assoc. Can. Comm. Colleges, ACCC	Interview
Terry Ann Boyles	Assoc. Can. Comm. Colleges, ACCC	Interview
Virginia Dickie	Assoc. Can. Comm. Colleges, ACCC	Interview
Werner Meier	Assoc. Can. Comm. Colleges, ACCC	Interview
Nancy Sherman	Assoc. Can. Comm. Colleges, ACCC	Interview
Colin Hansen	Asia Pacific Foundation	Telephone
John Berry	Assoc. Univ. and Coll. of Can, AUCC	Interview
Jack Colbert	B.C. Association of Colleges, BCAC	Telephone
Donna Hooker	B.C. Institute of Technology	Telephone
David Sabo	B.C. Institute of Technology	Interview
Ted Sutton	B.C. Institute of Technology	Interview
Bill Pennell	B.C. Salmon Farmers' Assoc.	Interview
Keith Gray	Business Council of B.C.	Telephone
Pat Floyd	Camosun College	Interview
L. Glanville/D. Kirk	Camosun College	Interview
Robert Turner	Capilano College	Written response
Chuck Mossop	Cariboo College	Telephone
Colin Stewart	Can. Bureau Intl. Ed., CBIE	Interview
Lorraine Belisle	Can. Bureau Intl. Ed., CBIE	Meeting
Vera Jones	Canada Employ. and Immig., CEI	Interview
Roslyn Kunin	Canada Employ. and Immig., CEI	Interview
Willie Clarke-Okah	Can. Intl. Dev. Agency, CIDA	Interview
H. Health, V. Sirlois	Can. Intl. Dev. Agency, CIDA	Telephone
Elizabeth Racicot	Can. Intl. Dev. Agency, CIDA	Interview
Robin Ruggles	Can. Intl. Dev. Agency, CIDA	Interview
Karen Jonsson	Canadian Manufacturers Association	Interview
Blair Wilson	Canadian Manufacturers Association	Interview
P. Anderson	College of New Caledonia	Telephone
Dean Duperron	Control Data	Interview
John Jessiman	Capilano College	Interview
Louise May	Capilano College, Consultant	Telephone
Terrence Curran	Columbia College	Interview
Al Atkinson	Douglas College	Telephone
Gordon Gilgan	Douglas College	Telephone
Tad Hosoi	Douglas College	Telephone
Laurie Duke	East Kootenay Com. College	Written response
Tom Kowall	Emily Carr College Art Design	Telephone
Mary Jo Lynch	External Affairs, Canada	Interview
Brian Wilson	External Affairs, Canada	Interview
Norm Henderson	Foundation for Intl. Training	Telephone
Tim Segger	Fraser Valley College	Telephone
Louise Behan	Intl. Dev. Research Cent. IDRC	Meeting
Carol McKinnon	Intl. Labour Organization, ILO	Interview
Ken Battersby	Kwantlen College	Written response

Bill Clarke	Malaspina College	Telephone
Glenn Johnston	Malaspina College	Telephone
Darryl Mansbridge	Malaspina College	Telephone
Beth Peplar	Malaspina College	Telephone
Maxine Zurbrigg	Malaspina College	Interview
Veronica Hick	Ministry Advanced Education and JT	Meeting
Duncan McRae	Ministry Advanced Education and JT	Interview
Diane Morrison	Ministry Advanced Education and JT	Meeting
Nick Rubidge	Ministry Advanced Education and JT	Meeting
Christine Savage	Ministry Advanced Education and JT	Meeting
Peter Northover	Ministry of Education	Interview
Ted Mason	Nanaimo Economic Development Off.	Interview
Russ Pacey	New Westminster School District	Interview
R.S. Rodgers	New Summits, University College	Interview
John Tayless	North Island College	Telephone
David Walker	Northern Lights College	Telephone
Peter Williams	Okanagan College	Telephone
Valerie Higson	Okanagan College	Telephone, Written information
Shannon Timmers	Open Learning Agency, OLA	Telephone
Karen O'Kain	Ontario Ministry Education, Intl.	Interview
Brock Brocanier	Pacific Marine Training Institute	Telephone
Bruce Fraser	Salasan Associates	Interview
Stewart Goodings	Secretary of State, Canada	Interview
Craig Andrews	Selkirk Community College	Written response
Leo Perra	Selkirk Community College	Written response
Gregg Macdonald	Simon Fraser University	Interview
Betty Patricia	Simon Fraser University	Telephone
Jan Walls	Simon Fraser University	Interview
Rorrie McBlane	University of B.C.	Telephone
Larry Sproul	University of B.C.	Interview
John Jackson	University of Victoria	Written response
John Langford	University of Victoria	Interview
Patricia McTavish	University of Victoria	Telephone
Sue Hooper	Vancouver Board of Trade	Telephone
Doug Vincent	Vancouver Board of Trade	Telephone
Ian Andrews	Vancouver Community College	Telephone
Jindra Repa	Vancouver Community College	Telephone
Tom Toulson	Vancouver Community College	Interview
Mike Burns	Wascana Intl. Assist. Corp.	Telephone
Ayman El Yassini	World Univ. Services of Can. WUSC	Interview

APPENDIX III

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